

**Commonwealth of Virginia Emergency Operations Plan
Emergency Support Function #1**

**Emergency Support Function – No. 1
TRANSPORTATION**

Primary Agency:

Virginia Department of Transportation

VERT ESF Branches:

Infrastructure Support Branch
Emergency Services Branch
Human Services Branch
Logistics Section

Support Agencies:

- Virginia Department of Aviation
- Chesapeake Bay Bridge – Tunnel District
- Virginia Department of General Services
- Virginia Department of Military Affairs
- Virginia Department of Mines, Minerals and Energy
- Virginia Department of Motor Vehicles
- Virginia Department of Rail and Public Transportation
- Virginia State Police
- Virginia Port Authority
- Civil Air Patrol
- Virginia National Guard
- Virginia Department of Social Services
- Virginia Department of Emergency Management
- Virginia Evacuation Coordination Team for Operational Readiness

Purpose

Emergency Support Function (ESF) #1 – Transportation supports the Virginia Department of Emergency Management (VDEM), assisting state agencies, local governments, and voluntary organizations requiring transportation for an actual or potential incident. Through the Virginia Department of Transportation (VDOT)'s coordination role, ESF #1 integrates the responsibilities of state agencies in the prevention, mitigation, preparedness, response, recovery, infrastructure restoration, safety, and security of all facets of the transportation system.

Scope

ESF #1 is designed to provide transportation support to assist in incident management.

Activities within the scope of ESF #1 functions include: processing and coordinating requests for transportation support as directed under the Commonwealth of Virginia Emergency Operations Plan (COVEOP); reporting damage to transportation infrastructure as a result of the incident; coordinating alternate transportation services; coordinating the restoration and recovery of the transportation infrastructure; performing activities conducted under the direct authority of state agencies; and coordinating and supporting prevention, preparedness, response, recovery, and mitigation among transportation infrastructure stakeholders at the local level.

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Mission

The Secretary of Transportation will monitor and coordinate, as needed, the activities of the several state departments and agencies listed below with transportation-related duties and responsibilities in order to support disaster response and recovery operations and to effectively manage transportation resources across all supporting agencies in order to:

- A. Maintain the state highway system, to include debris clearance and restoration, following an emergency or disaster.
- B. Facilitate, in coordination with the State Police and affected local governments, traffic movement during a large-scale evacuation and re-entry.
- C. Provide to the VEOC, an Initial Damage Assessment report within 72 hours of damages, to state highways, roads, and bridges.
- D. Provide transportation service, back-up communications, and other available resources as needed in support of VEOC operations.
- E. Operate and maintain the VDOT Transportation EOC (TEOC).

Organization

- A. The Transportation EOC (TEOC) serves as the Transportation Secretariat's coordinating entity for emergency operations. The Virginia Department of Transportation (VDOT), the Department of Aviation (DOAV), the Department of Motor Vehicles (DMV), the Department of Rail and Public Transportation (DRPT), the Chesapeake Bay Bridge-Tunnel District (CBBT) and the Virginia Port Authority (VPA) have transportation related roles in support of emergency operations. These supporting

agencies may be represented at the VEOC and work in coordination with the TEOC.

- B. The Department of Motor Vehicles (DMV) will coordinate the transport of essential goods and people over all modes in support of the VEOC during emergency operations and recovery.
- C. The Department of Aviation (DOAV) will perform airlift missions in direct support of the VEOC during emergency response and recovery and provide resources for the transport of essential goods via air as appropriate. The DOAV will also provide an Initial Damage Assessment report to the ESF-1 in the VEOC within 72 hours of damages to general aviation airports, airplanes, and airport facilities in the disaster area, excluding military or other federally owned property or facilities.
- D. The Department of Rail and Public Transportation will coordinate with the railroad companies to maintain the system, to include restoration following an emergency or disaster and provide an Initial Damage Assessment report to the ESF-1 in the VEOC within 72 hours of damages to the state's railway system. This department will also coordinate with public transport entities (such as the Motor Coach Association) to provide needed recovery in an emergency.
- E. The Virginia Port Authority will coordinate with Virginia ports to restore damaged port facilities following a disaster and provide an Initial Damage Assessment report to the ESF-1 in the VEOC within 72 hours of damages to ports in the disaster area, excluding military or other federally owned property or facilities.
- F. The Chesapeake Bay Bridge Tunnel District will coordinate with the ESF-1

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in the VEOC and report the status of the CBBT and its impact on Virginia ports and highways.

Policies

- State transportation planning employs the most effective means of transporting resources.
- To facilitate prompt deployment of resources, priorities for various incidents are developed and maintained through an interagency process coordinated and led by VDEM prior to an incident. Each ESF is responsible for compiling, submitting, and updating information for inclusion in the ESF #1 for prioritization or as needs warrant.
- State and local government agencies are encouraged to use ESF #1. To ensure orderly flow of resources, these agencies should advise ESF #1 of all transportation movements arranged independently from ESF #1 activity.
- The Department of Military Affairs will provide military transportation in accordance with ESF-16 of the COVEOP and other supporting ESFs and support plans.
- The Virginia Emergency Operations Center (VEOC) will provide VDOT with relevant situational awareness and threat information reports.

Concept of Operations

- A. For purposes of coordination, the Virginia Port Authority, the Departments of Aviation, Motor Vehicles, Rail and Public Transportation, and the Chesapeake Bay Bridge-Tunnel District may be required to report to the VEOC to support ESF

#1 operations. ESF #1 will maintain full information coordination with the TEOC. Any parts of the transportation network or any facilities not fully operational due to the emergency or disaster situation should be reported. Any existing or potential factors or conditions impairing efficient operations should be identified.

- B. Transportation plan is a separately published document, which includes procedures for aviation support, how DMV will coordinate the movement of essential goods and supplies, and addresses the activities of the Virginia Port Authority. More detailed concepts, procedures, and action checklist are included in agency-specific Standard Operating Procedures (SOPs) developed and maintained by these departments, in coordination with VDOT.
- C. State agencies share major responsibilities in assisting the local governments in evacuations and re-entry into evacuated areas. For the hurricane threat to Hampton Roads, VDOT and law enforcement agencies play the major roles. *The VDOT/VSP/VaANG Hampton Roads Hurricane Traffic Control Plan* (COVEOP, Hurricane Emergency Response Plan and Functional Annex C) prescribes the concept of operations, responsibilities and tasking for hurricane evacuation. VDOT, VSP and the Virginia Army National Guard are the primary agencies tasked in that plan.
- D. Local Transportation District offices, including VDOT Residency Shops and Area Headquarters, constitute a major manpower and equipment resource in their respective localities. They are expected to coordinate their emergency planning and response activities directly with local governments. Local offices and residency shops must also develop and maintain a capability for reporting

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post-disaster damage assessment information. They must report any disaster-related damages to highways, roads, and bridges as soon as known to the TEOC in Richmond using standard procedures.

- E. All state departments and agencies with transportation-related responsibilities will provide emergency services within their modal scope of operations. They will be coordinated with each other as needed in order to manage transportation resources efficiently and complete task assignments. Overall coordination is effected by ESF-1 and any resolution of conflicting interests will be resolved at the lowest level possible.
- F. The Secretary of Transportation will coordinate all emergency-related actions with the VERT Coordinator and/or State Coordinator of Emergency Management and may relocate to the VEOC to facilitate work through other state agencies to develop appropriate courses of action to be recommended to the Governor to counteract a potential or actual transportation emergency.
- G. The transportation agencies will coordinate with federal agencies and the private sector transportation industry to provide necessary equipment, facilities, and personnel in response to emergency requirements. All intrastate transportation available for emergency management purposes will be subject to their control with the following exceptions:
 - 1. Transportation required for military, federal, or civilian personnel or supplies.
 - 2. Federally controlled or –operated; vessels, trains, vehicles, or aircraft, unless specifically made available.
 - 3. Commercial or scheduled air carriers (interstate carriers).
 - 4. Ocean-going vessels.
- H. In accordance with state and federal policies, the transportation industry will function under its own management and operate systems and facilities to provide the maximum service to fill essential needs as specified by appropriate federal, state, and local government authorities. The transportation industry will be responsible for continuity of management, protection of personnel and facilities, conservation of supplies, restoration of damaged lines and terminals, rerouting, expansion or improvement of operations, and securing of necessary manpower, materials, and services.
- I. Carriers and shippers will conduct business as usual whenever possible. If exemptions to state rules and regulations are needed to expedite delivery of essential resources to disaster areas, VDOT will coordinate with the Governor to consider and/or implement accommodations. Payments for transportation services will be made in the normal manner except when the consignor or consignee is an emergency management state or federal agency. The unit or agency involved will be billed for services. The principal change from accustomed business conditions will be controls, which may be placed upon the use of transportation to assure that service is being utilized for essential survival activities in support of disaster areas on a priority basis, and for the other areas of the state as available and required.
- J. Federal Government: Under federal law, the U. S. Secretary of Transportation is responsible for exercising leadership in national and regional transportation emergencies. The U. S. Department of

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Transportation (DOT) will be responsive to requests for assistance from the state in coordination with the Federal Emergency Management Agency (FEMA) during a resource crisis or a natural disaster.

- K. State Government: State-directed emergency transportation operations will be in consonance with, and responsive to, regional and national policy directives, controls, and procedures of the federal government. The actual process of emergency management of transportation within the Commonwealth is the responsibility of state and local government. During a transportation emergency, the state will depend upon the industry to perform voluntarily and under each company's own management. Intervention under the Commonwealth's emergency powers into direct operations will be consistent with federal regulatory controls and only to the degree normal regular processes are inadequate to meet essential emergency demands.

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References

- A. Virginia Hurricane Emergency Response Plan, COVEOP, Incident Annex Volume V
- B. Virginia Department of Transportation Emergency Operations Plan, COVEOP, Support Annex 6, Volume II
- C. The Federal Civil Defense Act of 1950 (Public Law 920, 81st U. S. Congress) as amended by Public Law 96-342 (September 1980).
- D. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
- E. The National Response Plan, 2005, as amended.
- F. COVEOP Mass Evacuation and Sheltering Support Annex 7 (Volume II)

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